

Human Resources

Detailed Recommendations

Section 12

One of the Texas Department of Public Safety's (DPS') greatest strengths is its people. Deep loyalty to one another, to DPS, and to the State of Texas exists throughout the organization. Throughout the interviews individuals shared various ways they have used their individual talents to benefit the organization and law enforcement. The detailed knowledge of law enforcement, emergency management, licensing, and regulatory affairs is irreplaceable. The commitment that employees display is astounding. Interviews also indicated that employees across the Department see a great need for organizational change, and it is their commitment, loyalty, and pride which must be harnessed and capitalized upon to help the Department to transform.

The value that DPS employees bring must be preserved and strengthened in order to address 21st century crime. Accordingly, DPS needs to recruit, prepare, train, and manage resources in more modern ways, to which DPS may be unaccustomed. To modernize, DPS needs to employ a more comprehensive human capital strategy and program to attract, retain, and promote talent. The challenges DPS experiences today with recruitment, retention, and employee satisfaction will not change under tomorrow's environment. Preparing for the future calls for a sweeping change in how human resources are managed.

A human capital strategy helps an organization plan, prioritize, and integrate the human capital aspects of the organization (people development, people processes, and the Human Resources function). Organizational strategies, goals, and objectives, in addition to workforce trends, are the drivers of a human capital strategy. Once a strategy is defined, Talent Management programs link the development of talent to the strategic objectives, with the explicit goal of enhancing the capability, commitment, and alignment of the organization to drive future organizational results.

Key components of an effective human capital strategy include the following.

- HR Alignment
- Learning and Development
- Performance Management and Improvement
- Workforce Planning and Acquisition; Talent Management and Deployment
- Organizational Capability
- HR Services and Administration

What is Human Capital Management?

Human Capital Management refers to the manner and method in which organizations plan for, prioritize, and integrate the people development, people-related processes, and the Human Resources function. The organization's broader strategies, goals, and objectives, in addition to workforce trends, are the drivers of a Human Capital Strategy.

Talent Management is a related concept whereby employees are proactively managed and developed through various programs. The goal is to develop employee talents in key strategic areas, with the explicit goal of enhancing the capability, commitment, and alignment of the organization to drive future organizational results.

HR Alignment

Aligning people strategies with DPS' overall strategy and objectives helps to identify needed skills, manage training and development programs, and enhance employee recruitment and retention.

Leading edge organizations view people resources as an organizational priority. Similarly, DPS' HR function should be consolidated under a new Assistant Director for Human Resources, elevating the priority of HR activities. He or she should serve as a strategic business partner focusing on getting and keeping the right employees, rather than operating as a transactional support function. Critical people components for DPS include: employee engagement, commitment, expertise, and development. One way in which the HR component of the organization can elevate itself is by participating in its own planning process.

HR Alignment

- *The senior HR executive is involved in organizational planning, and develops an HR Strategy to support organizational goals.*
- *HR's contribution to the organization is quantifiable.*
- *HR programs are integrated with one another, and support organizational performance and employee engagement.*
- *Unit managers and leaders view HR as an indispensable resource.*

Current HR planning doesn't solicit suggestions from the regions, or promote and support alignment between plans in the Department. Input from individual employees or working groups could improve the Department's ability to evaluate itself and more specifically its human resource strategy.

Based on Deloitte's experience with leading edge Human Resource organizations, several common traits emerge, as indicated below.

Developing and aligning a human capital strategy with DPS' strategy will be key to transforming DPS into a 21st century organization.

Learning and Development

Training and development opportunities and programs contribute to the overall Human Capital strategy by identifying and building the desired skills needed for employees to perform their jobs well and grow their careers at DPS. Linking training and development to employee career paths and performance management (discussed later in this section) is very important to retain the skills needed to perform specific jobs are included in job descriptions, evaluation criteria and training programs.

Performance Management and Improvement

An effective performance management program links directly to the organization's overall performance measures. Career paths, job descriptions, and individual employee evaluations should be aligned. This component of the strategic Human Capital strategy also includes providing a total compensation package (salary, benefits, supplemental compensation, etc.) that makes sense for attracting and retaining talented employees.

Workforce Planning, Talent Management, Acquisition, and Deployment

This component of a Human Capital strategy includes effectively forecasting workforce levels and planning to address vacancies with an effective recruiting strategy. In addition, a proactive approach to resource deployment is critical to keep the appropriate number of employees in the right places to address dynamic public safety needs.

Organizational Capability

Organizational capability refers to an organization's structure and culture, which facilitates performance.

HR Services and Administration

This area refers to the Human Resources function and its effectiveness for providing both transactional and support duties (e.g., benefits administration, grievances, and payroll) as well as the development and implementation of HR-related programs that support development of the overall workforce.

A Capability Maturity Model helps organizations analyze specific components of human resources. The model synthesizes the factors supporting an organization – its people, processes, and technology – and identifies specific “drivers,” or key operational factors for a particular organizational component. For example, the organizational component discussed here is Human Resources, and one of the drivers is Learning and Development.

While it may seem desirable to strive towards the leading edge of the scale (a 5 on the scale) in every area, in reality, the notion of a leading edge is intended to provide information on the full range of the scale; it should not necessarily be the primary goal. Instead, DPS should understand these models as one piece of information that can inform goal setting and priorities for human resources, and help to balance the various drivers. The maturity model below depicts the components of a successful Human Capital strategy, and provides a rating for DPS' current level of maturity on each driver.

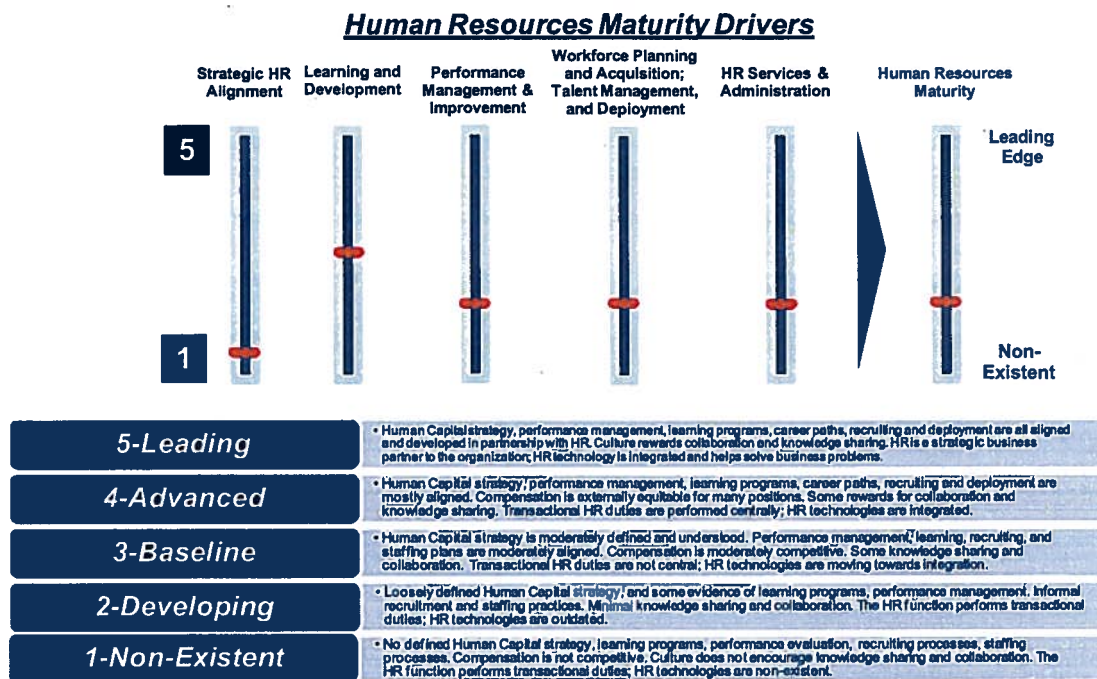


Figure 1: Human Resources Maturity Model

Recommendation: Update the Training Academy curriculum and other continuing education courses.

The DPS Training Academy provides six months of training for new recruits. While many topics are covered, there is an opportunity to introduce new programs to address 21st century needs. Today, public safety and law enforcement require the ability to gather, analyze, and strategically share information and convert that information into intelligence to inform interdiction efforts. The State of Texas can provide even better overall law enforcement services to its citizens by adding these newer skills into the Academy program.

Based on interviews and reviewing benchmarks, the following findings support the recommendation to update the training academy and other continuing education courses.

Finding 1: The training academy needs to be updated.

The training academy is known for its effective development of critical entry-level law enforcement skills. The program has evolved over DPS' history; however it has not been updated in a number of years to address new technologies and new law enforcement practices. Based upon interviews, immediate changes should include the following.

- Hand-to-hand combat training and other defensive tactics training to optimize officer safety
- Pursuit driving and vehicle handling. (The construction of an Emergency Vehicle Operations Course (EVOC) was authorized and funded in 2007, and is expected to be completed by the first quarter of 201012)

DPS should consider an abbreviated academy for experienced law enforcement officers to decrease costs and increase the ability to attract experienced law enforcement officers from the outside agencies.

Finding 2: Continuing education opportunities are not available to employees across the organization, and are not always directly tied to critical skills needed for job performance.

The Director has indicated the importance of training and development for all DPS employees in the Department's most recent strategic plan: "The Department must improve its efforts in a coordinated, strategic approach to employee development in order to reduce employee attrition in professional, specialized fields. Although training has been a hallmark of DPS through the years, its primary focus has been on the commissioned ranks, and even that has been somewhat inconsistent across divisional lines.

All commissioned employees complete 40 hours of in-service training every two years to maintain certification¹. Employees typically complete this requirement by attending classes at Headquarters. A small number of select Troopers attend additional courses including the Texas Police Association (TPA) conferences (Lieutenant and above levels nominated) or the Federal Bureau of Investigation (FBI) National Academy (three to four Lieutenant level and above nominated per year). These TPA and FBI programs offer valuable learning experiences and teach skills related to new law enforcement practices, however limited employees attend these programs. Non-commissioned employees are provided even fewer continuing education opportunities. Current continuing education learning objectives for all career paths should be reviewed and updated to ensure that all employees have the opportunity to develop critical job skills; additional training such as the FBI National Academy should remain an opportunity for high performers.

Additional management-level education opportunities are available to select employees upon promotion to supervisory and other management-level positions. Opportunities as these should be continued and attendance expanded to include more employees.

- "First Line Supervisor" course provided by the Texas Police Association
- Northwestern University Traffic Institute
- University of Texas' Governor's Center for Management Development Program.
- Governor's Executive Development Program (GEDP) for commissioned and non-commissioned employees

Some employees are encouraged to attend these courses (some courses require invitation or nomination), but they are not specifically required, and are attended inconsistently. Additionally, skills learned in these training programs (especially leadership/management skills) do not always align with individual performance measures (which focus on the volume of law enforcement activities). Employees find it challenging to put these skills into practice.

The courses include valuable skills for both commissioned and non-commissioned employees. DSP should clarify attendance requirements; enhance the courses to include leadership skills; and align requirements, course objectives, and skills with individual performance measures. Throughout the interviews employees pointed to the struggles of on the job learning upon each new promotion. It would be worth expanding training opportunities such that individuals receive supervisory, management, and leadership skills training throughout their career at DPS. Moreover, managers lack certain administrative skills (e.g., leadership, budgeting, strategic management, performance management, etc.) that need targeted courses.

¹ http://www.txdps.state.tx.us/trainingacademy/police_training/overview.htm

Minimal continuing education is offered to non-commissioned employees. It is suggested that non-commissioned roles be reviewed to identify critical skills needed for job performance and advancement, which should drive the development of a training program for non-commissioned employees. The Department must now re-focus its efforts to develop a uniform multi-tiered training/development strategy to provide DPS employees across the board with opportunities to keep their skills up-to-date and relevant to their current job requirements.

Finding 3: Specific training on new job-related technology or other practices is often insufficient.

Effective training plans and processes are not developed consistently for all new practices or technology related to individuals' specific job functioning. For example, as the new in-car systems were installed into troopers' cars, communications and training related to the new systems provided inconsistent levels of information. Recruits learned best practices for use of these systems during the Training Academy. Some regional officers, however, were given the new systems with little to no information about how to incorporate the new system into the ticket issuing process. Improvements could be made in this area.

Recommendation: Develop a modern training program that includes a form of remote classroom training, such as computer-based training (CBT), or web-based training (WBT).

Current training offerings are provided in Austin and not in field offices. Modern learning delivery techniques would provide DPS with an opportunity to enhance field office employees' training options and opportunities, while managing costs.

Finding 1: Training is provided in classroom style only; virtual learning techniques are not utilized.

The majority of training courses that are offered occur in Austin, therefore regional employees often cannot benefit from the courses that are provided. In addition, interviews have indicated that New Hire Orientation is provided by the Human Resources department to employees in the Austin/ Headquarters office only. In the regions, HR and benefits paperwork are provided by the new employee's supervisor who is not always well-informed about benefits and options. Providing training courses in a remote classroom setting via WBT or CBT would allow DPS to provide consistent training throughout the organization. The Crime Records Bureau currently deploys training courses in regional offices to keep their employees' certifications up-to-date. DPS should consider conducting other courses regionally as well.

Example: The James J. Rowley Training Center (JJRTC) provides protective, investigative, specialized tactical and executive/managerial training for the Secret Service. Advanced computer-driven methodologies enable JJRTC to reach beyond its Washington, D.C. metropolitan facilities to provide "on-site" educational experiences to employees throughout the Secret Service's domestic and international field offices. The Secret Service supports its valued law enforcement partners from across the country by providing protective security, financial crimes, specialized tactical and weapons training to other federal, state and local law enforcement employees.

Commissioned officers are required to maintain a minimum number of training hours per year to remain certified. As DPS moves to a modern organization and seeks to set the standard for highly skilled employees, DPS will benefit from using technology (potentially a learning management system) to centrally track employee training and education certifications to maintain consistent records and manage training costs across the enterprise.

Recommendation: Improve training in customer service, driver license program requirements, supervision, and management.

With the new management structure being recommended for the Driver License Division (DLD), formal training should be established using a combination of classroom, computer based and on-the-job as appropriate to the subject. The criteria for advancing along a career path should include completion of appropriate training in advanced skills or supervision.

Finding 1: Current training in the Driver License Division is informal and incomplete.

Training for technicians and examiners consists of studying the procedures and on-the-job instructions. There is some formal training in customer service and fraudulent document recognition as needs exist and trainers are available. Introducing formal Driver License Division training can help catapult the DLD's reputation by having well-informed, well-trained employees.

Recommendation: Expand the leadership development program to include more business management and employee development training, as well as rotational programs.

The effectiveness of an organization's leaders is directly related to the organization's effectiveness overall. The Baldrige National Quality Program² identifies leadership as one of their Criteria for Performance Excellence. In order to address DPS' current organizational challenges, and to plan for and address future challenges, it is critical that the future leaders of DPS develop leadership and management skills throughout their career, through an effective leadership development program. Outcomes of strong leadership development programs include the following.

- Capable leaders that drive organizational success
- Increased retention rates for top talent due to career growth opportunities
- Improved efficiency because capable leaders and their teams are more productive
- Increased employee loyalty driven by effective role models
- Increased identification of organizational improvement opportunities

A more detailed discussion of the implementation of a Leadership Development Program can be found in the Leadership supplemental section.

Finding 1: Leadership training focuses on developing law enforcement expertise rather than business and management skills.

Employees in current leadership positions have risen through the ranks at DPS because of their outstanding performance as law enforcement officers. They are highly qualified and successful employees who have expertise in law enforcement duties and operations. DPS' success is dependent upon its capacity to build these skills in its employees, and is likely the reason for the successes DPS has achieved thus far. However, leaders have not developed the business acumen skills that are essential to lead the organization. Current management training is not sufficient to build the needed skills of future leaders.

² Baldrige National Quality Program, "Criteria for Performance Excellence," 2008.

Finding 2: A formal rotational program for law enforcement management candidates does not exist.

Often, new managers and leaders assume their new roles without understanding how other divisions operate, and general DPS-specific skills such as strategic planning, budgeting, and resource allocation. Without effective guidance and learning around these critical processes and practices, these new managers and leaders run the risk performing these duties incorrectly or ineffectively. A formal rotational program would provide employees with the opportunity to work in various regions, headquarters, and, if relevant, in different law enforcement functions in order to expose them to different experiences and learn from those already performing management duties at DPS.

Recommendation: Take action on the State Auditor's Report on commissioned personnel salary and address base pay, overtime pay, shift differentials, and regional wage rates.

Complicating efforts to compete for talent and retain current employees is the need for DPS to provide attractive opportunities to new commissioned recruits and to retain its experienced employees with better pay and benefits. The Department currently fails to provide competitive salaries and other benefits to its employees, as the below findings will demonstrate.

Finding 1: Salaries for positions across the organization are lower than current market rates.

Numerous studies, including those by the Texas State Auditor, have shown that compensation for DPS employees is lower than other state and local law enforcement entities.³ In fact, DPS Troopers' maximum salaries allowed by the state are 13.4% lower than the maximum pay of comparable positions in other local law enforcement agencies, as shown below in Figure 3.

Salary Ranking Based on Maximum of Salary Range (Based on Maximum Rates for Police Officer, Senior Police Officer, and Corporal positions)			
Local Law Enforcement Department	Ranking based on Maximum Base Pay Available	Maximum of Salary Range	Local Law Enforcement Department Maximum as a Percent of State Maximum Salary
City of Austin	1	\$ 87,787	152%
City of Fort Worth	2	\$ 75,067	130%
City of Dallas	3	\$ 71,273	123%
City of San Antonio	4	\$ 61,764	107%
Harris County	5	\$ 58,052	101%
City of Houston	6	\$ 56,893	99%
City of El Paso	7	\$ 55,612	96%
Average		\$ 66,635	
State of Texas		\$ 57,733	

Figure 2: State Auditor's Office Law Enforcement Survey⁴

³ Texas State Auditor's Office. "A Report on The State's Law Enforcement Salary Schedule (Salary Schedule C) and Law Enforcement Position Parity." SAO Report No. 08-707. August 2008.

⁴ Texas State Auditor's Office. "A Report on The State's Law Enforcement Salary Schedule (Salary Schedule C) and Law Enforcement Position Parity." SAO Report No. 08-707. August 2008. Page 10.

Additionally, during interviews with the 375+ stakeholders, compensation was consistently noted as a top issue by both commissioned and non-commissioned employees; however, they also noted that a simple pay increase is not the answer. The compensation strategy needs to be fair and consistent, and show an appreciation for employees' performance. To that point, pay alone cannot ensure workforce engagement and long-term high performance – pay needs to be balanced with other workplace conditions, such as leadership, development opportunities, safety, teamwork, job security, etc.⁵

DPS' ability to provide competitive total compensation is also challenged by the following.

- Overall, DPS compensation for a given position is lower than other state and local entities.
- DPS does not have an approach to address regional differences to account for local cost of living.
- DPS has limited ability to provide needed incentives to attract employees to undesirable locations (i.e., relocating to border areas for permanent staffing).
- DPS has limited ability to provide a true pay-for-performance model.
- Overtime pay and compensatory time are complicated, and may not adequately reward employees for their work.
- DPS has limited ability to provide a shift differential.
- The frequency of pay increases is inconsistent.
- Yearly cost of living adjustments are not applied across the board.
- Non-commissioned employee positions are often paid at the lowest end of the employee classification range.
- Salary stipends for education, certifications, or language skills are minimal; they are also not applied consistently across commissioned and non-commissioned employees.

Example: A highway patrol officer can receive \$50 per month if the officer is bilingual and can pass a bilingual skills test. This same \$50 per month is not offered to Driver License technicians who speak directly with the public on a daily basis.

Finding 2: Secondary employment policies are applied inconsistently.

DPS' overall policy allows employees to hold secondary employment⁶ outside the organization. However, any secondary employment situation requiring use of the employee's police officer commission must be submitted for approval. Depending upon the division and unit the employee works, requests are approved inconsistently. If salaries for DPS employees were adjusted to be more competitive, the issue of secondary employment would likely be reduced.

Finding 3: Overtime policies are a source of frustration.

Overtime policies⁷ at DPS seem to be a source of frustration, influencing morale. The overtime policy provides non-commissioned employees and commissioned employees below captain level, with overtime pay after 171 hours are worked within a 28-day period; paid holidays and leave are not included in the calculation. If an employee works 171 hours in a 28-day period, they are working an average of 42.75 hours per week; the traditional overtime policy (including that at other organizations) is to provide overtime pay after 40 hours in a week; some organizations even pay overtime after 8 hours are worked in a single day. When salaries are already lower than what other agencies are paying, employees are frustrated by the overtime policy. Overtime policy adjustments may help to reduce secondary employment issues.

⁵ Baldrige National Quality Program. "2008 Criteria for Performance Excellence." Page 42.

⁶ Texas Department of Public Safety, "General Manual." Chapter 7, Section 36.03, p. 7-49 – 7-54.

⁷ Texas Department of Public Safety, "General Manual." Chapter 7, pages 7-16 – 7-20.

Recommendation: Provide incentives to attract employees to relocate to high cost-of-living areas or undesirable locations.

DPS often experiences challenges with filling positions in certain regional locations due to its undesirable location, such as the Texas/Mexico border area. Staffing allocation issues occur in these types of areas; incentives may help to alleviate these challenges.

Finding: Promotions often require a move to another region.

In the commissioned law enforcement ranks, promotions often require a move across the state. These moves tend to generate financial hardships for DPS employees, for many of the following reasons.

- Many employees are members of a dual-income family; the spouse may not be able to find work in the new location.
- DPS provides reimbursement for movers, but other incidental moving expenses are borne by the employee.
- Employees often have trouble selling their homes and have to pay for two homes at once; DPS does not provide housing or living expenses.
- Families sometimes live separately if they have trouble selling their home.
- The DPS budget for FY07 allocated only \$192,000 for relocation costs.

As a result, many talented and qualified employees elect not to promote, which reduces the leadership pipeline. Looking into other law enforcement agencies' models for dealing with this issue can help DPS build a sound program. For example, the U.S. Federal government provides additional compensation and reimbursement to employees who move for their employment, including purchasing an employee's home if it has not sold on the market; this compensation model may be relevant for DPS to follow in the future.

Recommendation: Improve non-commissioned personnel compensation (i.e., base salary, overtime, and compensatory time) against other Texas state agencies, and take action to address discrepancies and deficiencies.

DPS has a tendency to prioritize commissioned employees over non-commissioned employees, often because of the danger involved in the services they provide. However, this practice has evolved to a level in which it is no longer effective for DPS operations and morale. DPS experiences challenges recruiting and retaining non-commissioned employees, and low salaries add to the issues in this area.

To address these widely held concerns, DPS should commission an independent study to benchmark non-commissioned personnel compensation and promotion patterns against other Texas state agencies, and take action to remedy deficiencies or discrepancies identified by such a study.

Finding: Non-commissioned employees are paid less than other those employed in state agencies, which impacts retention.

DPS' Strategic Plan cites an increase in turnover in several non-commissioned employee groups, including research specialists, crime analysts, IT professionals, and driver license technicians and examiners. Efforts to address this problem are hampered by the fact that DPS personnel appear to

widely believe that the Department's pay and promotion patterns penalize incumbents and hamper recruitment of non-commissioned personnel in comparison to peers in similar agencies.⁸

Low and infrequent across-the-board pay adjustments for non-commissioned personnel also contribute to DPS' recruitment/retention challenges. In the past, while the Legislature has approved annual salary increases for commissioned law enforcement employees, non-commissioned employees have gone several years before receiving small increases in salary. Moreover, cost of living adjustments are not provided. Although DPS and other state agencies use the common salary ranges established by the Texas State Auditor⁹ for each position classification, DPS employees widely believe that they make less than their counterparts in other agencies because they typically start at the lowest step in the pay range, receive infrequent raises for performance, and are not promoted up to higher paying positions as quickly as their peers.

***Example:** The salary range is \$25,580 – \$35,270 for an Administrative Assistant II and \$28,546 – \$39,662 for an Administrative Assistant III. Therefore, an employee working at DPS as an Administrative Assistant III that makes the minimum salary amount and receives little to no pay raise over a two to three year period may be paid less than someone working at another state organization at the midpoint of the salary range (\$30,425) for an Administrative Assistant II position¹⁰.*

Based on the report of State Auditor that reviews departments' pay practices, DPS employees' perceptions are correct. In its most recent report shared with the Deloitte team, the State Auditor reports that 74% of DPS employees (versus 46% for all State employees) are paid in the bottom quartile of the applicable pay schedule and 96% are paid in the bottom half of the pay scale. To address these widely held concerns, DPS should analyze its current pay practices against the State Auditor's findings and other departments' pay practices and bring DPS pay up to the state standard.

Recommendation: Create job descriptions for all roles in the Department.

Clearly defined roles and responsibilities must be developed for all roles within the Department in order to reduce redundancies and overlap, in addition to clarifying employee expectations around their accountability.

Finding 1: Many job descriptions are vague, and some positions do not have written job descriptions.

Many job descriptions are vague and in some cases roles and responsibilities are unclear, misaligned, or misplaced. Discussion of role clarity and realignment of duties should be revised. A few examples below provide insight into current lack of clarity around roles and expectations.

- Law enforcement employees often perform non-law enforcement duties, such as internal investigations (which often create conflicts of interest) and other administrative tasks.
- General Counsel performs duties that attorneys housed in other divisions could do.

Recommendation: Review the appropriateness of employee physical fitness quality standards.

⁸ Texas Department of Public Safety "Agency Strategic Plan (Including Polygraph Examiners Board) Fiscal Years 2009-2013," July 11, 2008.

⁹ Texas State Auditor's Office. "A Report on The State's Law Enforcement Salary Schedule (Salary Schedule C) and Law Enforcement Position Parity." SAO Report No. 08-707. August 2008.

¹⁰ http://www.hr.state.tx.us/Compensation/schedule_A_2008.html

The DPS employee physical fitness test and other requirements are intended to ensure proper fitness of each law enforcement officer; however, there are complaints throughout the law enforcement ranks that the tests do not adequately evaluate necessary job skills. In addition, these requirements do not account for variations in physical abilities such as gender and age; it is recommended that these policies be reviewed and updated appropriately.

Finding 1: The physical fitness standards do not take into account individual differences such as age and gender.

All DPS commissioned employees, regardless of their age or gender, are required to comply with the same physical fitness standards. Different requirements for men and women and for younger and older employees do not exist. The concept of having uniform standards does not always make sense, and is often perceived unfair.

Example: Women are required to bench press the same percentage of their body weight as men are; however, women typically do not possess the same upper body strength as men. As a result, women and older employees often fail the tests.

Finding 2: The physical fitness tests may not accurately evaluate necessary fitness skills needed for DPS law enforcement positions.

Numerous interviews indicated that the physical fitness test is not a good gauge of whether an employee can perform necessary job duties. If an employee fails this test, they can take a second test at Headquarters, which, interviews suggest, better evaluates tasks performed on the job.

Finding 3: The opportunity to train while on the job is not available consistently to all law enforcement employees.

Interns and recruits in the Training Academy have time to train for the fitness test worked into their work schedules – they are paid to train and stay fit. However, other commissioned employees within the Department do not have a training schedule as a part of their regular duties and must train to stay fit on their own time.

Recommendation: Revise the employee evaluation process to focus on performance that supports the Department's priorities.

As discussed in the supplemental section, Performance Management, an Integrated Performance Management approach would enable DPS to define and assess organizational and individual performance. Figure 1 below provides a visual representation of how individual performance management is directly tied to, and driven directly by, organizational performance management.

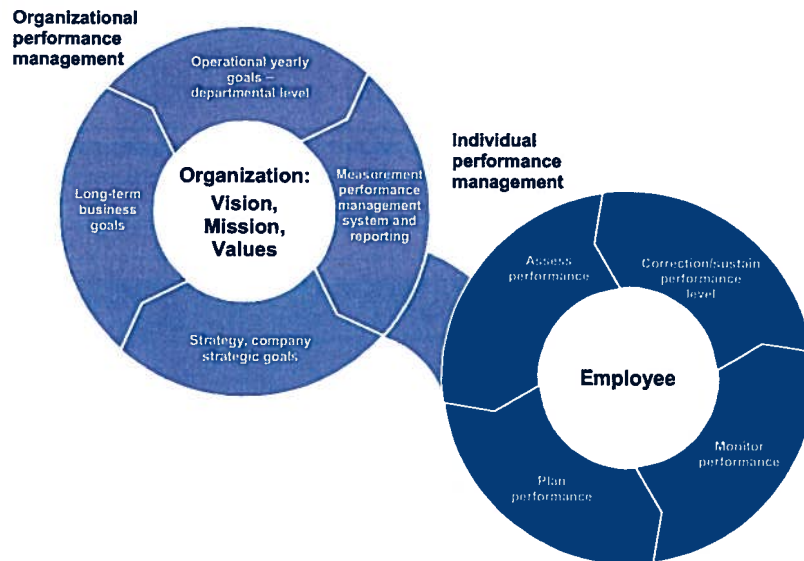


Figure 3: Organizational and Individual Performance Management

Finding 1: The employee performance management and evaluation process for law enforcement employees is rudimentary, and reinforces behaviors that do not produce the desired outcomes.

Current commissioned employee performance management and evaluation processes are based on tangible and easily measurable outputs (numbers of stops, arrests, citations, narcotics seizures, etc.), rather than less-easily measured “desired outcomes” or results (lower traffic accidents, crime rates, etc.). Deloitte recognizes the use of output-based measures may be rooted in the current legislative and budgetary process. As part of this process, DPS is required to project targets in these categories for each two year cycle – using previous years’ numbers as benchmarks – and to report on reasons for any variances from targets that are greater or less than 5%. As operational policies are applied throughout the organization, these activities become high priorities because they serve to maintain or increase current levels of funding. In the absence of a clear connection of these activities to larger outcomes as part of a strategic vision, pursuing higher numbers of outputs has unintentionally become a distraction for DPS employees.

This focus on output-based measures also trickles down to individual employee evaluation practices and measures. Organizational performance measures should be revised to reflect different desired behaviors. Once organizational performance measures are redefined, individual job descriptions, employee performance plans, goals, and evaluations should link directly to these new measures to drive performance.

To be clear, there are no official “quotas” that are part of the DPS performance management processes. However, the focus on outputs to meet legislative requirements creates a too-large focus on increasing numbers.

***Example:** Troopers focus on outputs because supervisors are evaluating their numbers in relation to their peers. Therefore, they may not take the time-consuming step to check the trunk of a stopped car for narcotics so time can be maximized to increase numbers of speeding and DUI violations.*

Additionally, some performance measures are misaligned to specific positions. For example, Commercial Vehicle Enforcement employees have the same performance measures as a Highway Patrol Trooper, even though their duties and responsibilities are significantly different.

Recommendation: Create and update career paths for both commissioned and non-commissioned employees.

Career paths do not exist for all employees and roles. Providing a career progression model for all roles may help to increase retention rates; employees typically look for an organization where they can grow their careers. Career paths, once developed, should also be aligned to training and development plans, new job descriptions, and measures for individual employee performance evaluation.

Finding: Career Paths exist for some divisions and some positions (primarily law enforcement roles), but not all.

Current career paths for commissioned employees are often misaligned with their function and/or skill set. For example, radio communications employees provide a function that requires a specific and fairly technical skill set, but are housed in a division that does investigations and/or law enforcement (Highway Patrol), therefore, clear advancement opportunities are not offered. Career paths for commissioned employees should be revisited and revised to align with organizational performance measures, as discussed under Performance Management. New career paths should address different job responsibilities within the same job category, such as Highway Patrol Troopers working in Driver License offices (which require different skills and activities from Troopers that are on the highways).

Many non-commissioned positions do not have career paths. Many job descriptions are vague and in some cases roles and responsibilities are unclear, misaligned, or misplaced. Where career paths do exist, employees have little opportunity and no process for advancement.

***Example:** The Administrative Assistant job classification ranges from an Administrative Assistant I to Administrative Assistant IV. Many employees in these roles at DPS never promote past Administrative assistant III, even if they have been with the organization for many years. Their salaries max out and promotions do not seem to be available. The creation of a career path in which individuals clearly understand what is required to move to the next level would help individuals to focus their efforts on developing the desired skills and behaviors needed to move up the career ladder, thereby increasing overall organizational effectiveness. It would also likely impact morale and motivation within the non-commissioned employees.*

Recommendation: Create job definitions and performance measures for the new License and Regulation structure, creating a balance between safety, security, and service.

Providing a career progression model for all roles may help to increase retention rates; employees typically look for an organization where they can grow their careers. Career paths, once developed, should also be aligned to training and development plans, new job descriptions, and measures for individual employee performance evaluation.

Finding: Career growth opportunities are limited in the Driver License Division.

Under the current field organization the lack of career growth opportunities stifles pay and personal growth opportunities for technicians and examiners leading to high turnover and a

working environment where people feel that their contribution is not valued by the Department or the citizens at large.

Recommendation: Develop and implement a comprehensive recruiting program to identify, recruit, and provide incentives to high quality candidates for critical workforce segments.

Several challenges exist for DPS in their recruiting efforts, as the number of talented and motivated applicants is steadily declining. DPS has to work harder to attract qualified candidates. These recruitment challenges are not unique to DPS; other law enforcement agencies and military organizations are competing over qualified candidates but with better “weapons.”

Finding: DPS is experiencing challenges in its approach and practices for attracting/recruiting qualified applicants.

In a competitive environment, employees know they have choices, and if their expectations are not addressed, they will move elsewhere. Retention rates at DPS average 9.04% overall in FY07; 5% for commissioned employees, 12% for non-commissioned. DPS also experiences challenges attracting non-commissioned employees due to the US workforce’s talent shortage as “baby boomers” retire. The increasing talent shortage for non-commissioned employees, DPS’ challenges attracting recruits to the Training Academy, combined with several understaffed units already and non-competitive salaries across the board provide evidence that retention is likely to drop in the near future. Today and tomorrow’s employee is seeking employment that offers a positive overall total employee experience. They are looking for an environment that motivates and encourages them to develop as individuals through formal and informal training, mentoring, and coaching programs. The decline in entry-level recruits results in the Department perhaps becoming more lenient in its standards for selecting recruits – they can no longer select from the best of the best, but instead from the best of the candidates that are available.

Other law enforcement agencies are alleviating their own talent shortage by recruiting DPS Troopers who have recently graduated from the Academy. Competitors recognize DPS for having a comprehensive and effective training academy for entry-level recruits, in which DPS invests approximately \$40,000 per academy graduate¹¹. Competitors can save the investment in training and attract academy graduates with higher salaries for a similar job description.

DPS experiences recruiting challenges in non-commissioned positions; this is exacerbated by an increase in turnover in positions such as research specialists, crime analysts, IT professionals, and driver license technicians and examiners¹². The following examples provide more information on the challenges of recruiting non-commissioned employees.

- The Bureau of Information Analysis (BIA) employs analytical employees, who are increasingly difficult to recruit and retain; federal and local law enforcement agencies provide more competitive compensation.
- Information Technology employees are in high demand across the United States; current DPS IT employees often do not have the specialized skills needed to support DPS’ range of technological systems, and recruiting employees with these skills is challenging. According to the DPS Strategic plan, “in order to recruit and retain these highly skilled professionals,

¹¹ The Governor’s Office of Homeland Security, “Texas Department of Public Safety Recommendations to Public Safety Commission,” March 2008. p.26.

¹² Texas Department of Public Safety “Agency Strategic Plan (Including Polygraph Examiners Board) Fiscal Years 2009-2013,” July 11, 2008.

new compensation strategies to include establishment of an enhanced career ladder for these positions is required.”¹³

- Position descriptions and requirements for Driver License Technicians and Examiners have changed in recent years as driver licenses have become more than just a permit to operate a vehicle. Since September 11, 2001, these forms of identification have become channels for fraud and terrorist activity. Driver license employees now need to have additional skills in order to prevent fraud and identify theft, which makes recruiting candidates with the right qualifications all the more challenging. DPS’ Strategic Plan notes the need to increase entry-level compensation and develop a career progression model in order to more effectively recruit and retain these employees.¹²
- The increasing turnover in the division also affects the Driver License Division’s ability to meet customer needs and other division goals such as decreasing wait times in driver license offices because applicant testing and new employees training take DLD employees away from their regular duties.¹²
- In regional offices, applicant testing for non-commissioned employees (e.g., typing, data entry tests) is paper-based. Even a typing test performed on a computer is graded manually; however, these tasks are performed electronically in Austin by Human Resources.
- DPS invests time and money in the necessary process of conducting background investigations on potential employees during the recruiting process; many potential employees’ fail their background investigations, thereby slowing the hiring process further. This trend is perhaps reflective of the challenges of attracting quality employees, and also results in additional staffing level challenges in the non-commissioned ranks.
- DPS job announcements quote the minimum salary amount for the position; other local agencies quote the entire salary range. Seeing the lower salary keeps employees from applying for such positions.

Recommendation: Revise the recruitment strategy to target experienced candidates from other federal, state, and local law enforcement and armed forces agencies.

Recruiting experienced candidates with specific skills that are needed at DPS may alleviate some of DPS’ recruiting challenges. This strategy also helps to increase diversity of thought among employees, thereby increasing DPS’ innovative capabilities.

Finding 1: Recruiting efforts are typically directed at attracting entry-level law enforcement recruits.

Recruiting efforts at DPS focus primarily on attracting entry-level candidates for law-enforcement (Highway Patrol Trooper) positions; high-ranking law enforcement officers generally have grown up in the organization. Therefore, the declining number of entry-level law enforcement employees entering DPS also affects the overall workforce levels, because experienced employees are seldom hired from the outside. Strategies for attracting experienced law enforcement professionals from other agencies may help to alleviate this workforce shortage.

Finding 2: Experienced law enforcement professionals from other agencies are required to attend the Training Academy upon employment.

The requirement for experienced law enforcement officers to attend the entire six month Training Academy is often a disincentive to join DPS. A condensed version of the Training Academy that recognizes the experience of those hired with current law enforcement certification should be

¹³ Texas Department of Public Safety “Agency Strategic Plan (Including Polygraph Examiners Board) Fiscal Years 2009-2013,” July 11, 2008. p.8.

developed. The new program should take into account the experience and skills already gained by these new employees in their careers, and provide them with information on DPS-specific skills, processes, practices, and culture, and any necessary advanced skills training. This would result in decreased investment in new employee training (estimated at \$40,000 per person), and may help attract additional experienced law enforcement officers at other agencies to work at DPS.

Recommendation: Create flexible resource planning, allocation, and deployment models for all divisions.

Effective workforce planning involves analyzing the organization's current workforce levels, vacancies, turnover, and retirements, in conjunction with external factors like market trends and skills that are in demand at other agencies. This analysis should provide information that allows the Department to proactively plan for its workforce needs. Individual unit and division staffing plans should closely align with the overall workforce plan.

DPS should develop a resource allocation process that is tailored to each of the specific functions to allow for variances across the Department. The new resource allocation model can then be used to make requests of the legislature and justify resource needs for both commissioned and non-commissioned employees.

Northwestern University has a Police Allocation Manual that can be used to determine staffing levels for a traffic division with limited patrol coverage or for a patrol division with traffic responsibilities. It is a set of instructions and worksheets that provide a step-by-step process for determining patrol staffing levels. An example of these formulas is provided below. DPS' staff allocation policies are aligned with these guidelines. However, other divisions do not have staff allocation formulas. These processes will be important to define for DPS' future operations throughout the organization, not just in Highway Patrol.

Recommendation: Communicate more effectively with the legislature about resource needs related to new legislative mandates.

Communicating accurate and justified staffing needs to the legislature is critical for the Department's ability to continue to meet legislative mandates for new services or responsibilities. The new resource allocation model can become a tool by which the legislature and senior DPS leaders can discuss and think through staffing needs together.

Finding: New legislative mandates frequently do not include additional funding to provide staffing or other resources to support the new activity.

DPS struggles to operate on the budget they are given every year. What makes this even more challenging is the fact that the legislature often mandates new activities or services that DPS must provide, but additional funding is often not provided to cover the expenses of offering the new services, or new employees to support the work. The development of a new resource allocation model should help DPS to more effectively communicate their staffing needs, and justify their requests to the legislature.

Police Allocation Manual Formula for Addressing Number of Troopers Needed per Milepost

$$N = \frac{HM \times HC}{7 \times PS \times SH \times PI}$$

N = Number of Troopers

HM = highway miles

HC = Hours of Coverage per Week

PS = Average Patrol Speed (includes stationary patrol)

SH = Shift Length

PI = Performance Objective Patrol Interval

Recommendation: Create a more unified DPS culture.

Cultural variations within an organization do not necessarily imply negative consequences on organizational and individual performance. In fact many large private sector enterprises have strong identities at the division level, albeit combined with an equally strong organizational identity. In fact, DPS' various regional offices display cultural differences that reflect their customers and clientele, and appear to enhance DPS ability to provide service. However, DPS suffers from having an underdeveloped overall organizational identity, which is reflected in both individual and organizational performance.

Finding 1: Leadership must establish and reinforce a more common DPS culture.

The DPS organization reflects many characteristics of a "holding company" model. The divisions operate as independent units, each having unique management structures, processes, communications tools and procedures and policies. While there is a great deal of interaction between the divisions at the operational level, it is on a reactive and as-needed basis (e.g., requests for resources for an active operation or investigation) rather than a planned and proactive basis. The divisions also have several redundant – rather than shared – support activities, such as information storage, technology support, communications infrastructures, and financial management and budgeting support. Beyond the structural separations, each division has a unique culture rooted in their separate histories.

The variances in culture go deeper than divisional and regional separations. There is a pervasive dual culture at DPS between commissioned and non-commissioned employees – and even between the divisions – that is hierarchical in nature. This hierarchy impacts individual and organizational performance in profound ways across the organization. DPS is often referred to as a "stove-piped" organization.

- Standards and policies that are followed by each of the units do not exist across the enterprise.
- Divisions use different accounting and budgeting tools and systems, spreadsheets, categories of information, measures; which makes it difficult to provide an organization-wide, long term picture.
- In a culture of scarce resources, non-commissioned employees – particularly those in the Driver License Division – are typically the last to receive pay increases, equipment and building upgrades and other perks.
- Non-commissioned employees have less promotional opportunities than commissioned employees.
- The variations in performance standards and evaluation tools around the Department results in the bar being set higher for individuals of equal organizational levels but in different divisions.
- The contributions of high performing employees are not consistently recognized through promotions, salary increases or bonuses.
- There are vertical reporting structures that reinforce cultural boundaries that vertical communications.
- Information sharing occurs across divisional lines, but through informal networks rather than shared and common information systems.
- In the regional offices, commanders maintain a divisional identity rather than a more neutral identity.

The consensus of DPS leadership is that the culture works fine for a law-enforcement organization, and there is some merit to that as it relates to specific law enforcement activities. Leadership has not recognized or articulated a need to be more integrated between divisions, or in

elevating the importance of non-commissioned employees as a way of improving law enforcement and public safety. In fact, less valued non-commissioned employees contributes greatly to a degradation of law enforcement activities, and may even occasionally put commissioned employees at risk. An example is in the need for highly experienced employees staffing the communications centers, but the low pay scales making it more difficult for DPS to retain its most experienced operators.

DPS must better integrate its services and create a more unified DPS culture, and can do so without completely stripping away internal identities. Full integration of DPS employees, divisions, regions, and stakeholders begins with leadership both talking the talk and walking the walk. Leadership must articulate how non-commissioned employees are in equal partnership with commissioned employees as a way of ensuring both will be more effective. Leadership should also increase its profile in the field by making regular visits to DPS offices around the state on a routine basis, not just to discuss the new (and ongoing) DPS vision, but to listen to employees – what has been working, what still needs to be fixed, what are the accomplishments commissioned and non-commissioned employees are most proud of.

From a more operational standpoint, DPS must integrate its components to work as a team to address statewide priorities, which are developed and balanced with input from divisions, regions, management, commissioned and non-commissioned employees, and external stakeholders. Finally, leadership must make the case to the legislature of the need for additional resources, and back that case up with transparent data.

Finding 2: Common or integrated systems, processes, policies, and tools do not support the whole Department.

DPS does not currently have tools that integrate the organization. This includes IT systems, communications infrastructures, management policies, Human Resources systems and policies, and information sharing tools. DPS should implement tools that can enable integration of the Department, particularly in information technology: Human Resources management processes, finance and accounting data, and procurement. DPS should develop strategies for sharing of law enforcement information, and tools and strategies for general communications from leadership, between divisions and between HQ and the regions.

Recommendation: Bring all human resources related units and programs under management of an Assistant Director for Human Resources.

Human resources management should include activities such as employee recordkeeping, training, leadership and management development, pay/classification and benefits, performance management, recruitment and selection, employee relations and communications. Within DPS a number of these activities are the responsibility of field officers, supervisors and managers of the several divisions and units. The current Human Resources department is a small unit under the Administrative Services Division responsible for administering the job classification/pay and benefit programs, employee recordkeeping, workers' compensation and employee safety, and coordination and testing of candidates for commissioned positions. Also within the Administrative Services Division is an employee assistance program (EAP) called Psychological Services, Training - the unit responsible for training and leadership development of commissioned officers and an EEO officer. A separate employee relations officer reports to the Department Director upon recommendation of the Sunset Commission. Divisional supervisors perform other human resources activities including recruitment, employee relations and discipline/performance management. There is no field HR staff. Responsibility for other

personnel matters, like employee communication and non-commissioned personnel training, is difficult to isolate.

Deloitte recommends that DPS create an integrated Human Resources Management division led by an Assistant Director. Consolidate under the direction of a visionary and highly skilled Chief Human Resources Officer (CHRO) units currently managed separately and deploy a field HR staff within each regions to support supervisors with human resources policy interpretation, employee relations, communications, recruitment, training and recordkeeping activities. The expected benefits are substantial.

One benefit will be to relieve front-line supervisors and managers of administrative tasks that take them away from improving the quality and productivity of both law enforcement and licensing and regulatory activities. Another benefit will be improved consistency in human resources policy interpretation and application across the regions, an issue raised during field interviews conducted by the Deloitte team. Deloitte anticipates that the quality of human resource services will improve when delivered by trained specialists and/or when supervisors and managers have the support of and confidence in skilled human resources advisors who are closer to operations.

Recommendation: Standardize and automate HR processes and procedures.

The HR function in many government organizations, like DPS, are still pursuing first generation HR transformation (see Figure 5 below), which focuses on improving efficiency and effectiveness within the HR function. These internal HR capabilities, once completed, can provide the foundation for HR to address critical business challenges and deliver strategic solutions. Figure 5 describes a progression of HR Transformation.

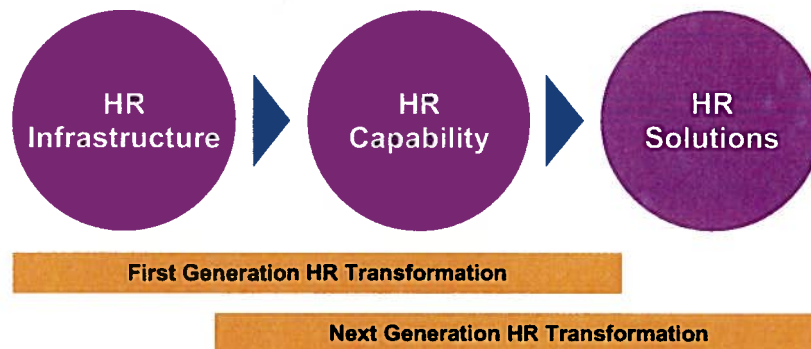


Figure 5: HR Transformation Progression

Transforming Human Resources at DPS would include shifting the role of HR from administrative and functional duties to a “strategic business partner” focused on talent management and development. First, however, it is important to begin by strengthening the infrastructure in the function by providing technological solutions to manage employee data and improve reporting, develop standards for processes and practices across the organization, and develop functional and technical skills of the HR employees.

Finding 1: HR Processes are largely paper based, manually intensive, and not adequately supported with technology.

DPS Human Resources performs primarily administrative duties and little technology is available to support their operations. When technology exists to support operations, it is completely out of date. New technology is needed to efficiently and productively support HR processes and responsibilities. Examples of technology issues in HR include the following:

- Time cards are paper based; once approved, it must be entered into a database by an HR Representative.
- There are separate time-keeping and time-off/overtime systems.

DPS HR also experiences several inefficient processes:

- Forms required to complete a transaction are sometimes partially duplicative.
- Time card submission processes are not consistent; some employees fill out a timesheet on a computer/electronic form, and e-mail it for approval.
- The approval process for time cards is cumbersome; a Trooper's timecard must be reviewed and approved by his/her Sergeant, Lieutenant, and Captain prior to submission to HR. Once HR receives the time card, if an error is found, the review process must repeat.
- There may be a dependency on the state's broader issue of a statewide ERP before any HR technology can be implemented.
- EEO and Employee Relations functions do not have written procedures.

Finding 2: Many typical HR duties are performed outside the HR department, and not consolidated.

Employees in other divisions currently perform various duties and responsibilities that are typically under the purview of Human Resources. Aligning these duties with Human Resources is an important piece of transforming HR. Duties which could be performed by HR that are currently performed elsewhere include:

- FMLA management (currently performed by General Counsel)
- Employee discipline, complaints, and discharge process (currently performed by General Counsel)
- Payroll (currently performed by Accounts Payable)
- Updates to the General Manual (currently performed by General Counsel)
- Recruiting, testing, training in Driver License offices (currently performed by DL employees)
- New Hire Orientation in field offices (currently performed by Supervisors)
- Recruiting and testing vary among regions (currently performed by regional employees)

In addition to the items listed above, it is important to note that Human Resources employees are stationed in Austin; HR representatives are not provided in the field. Often times, field employees and supervisors perform duties that would normally be performed by HR.

Recommendation: Rewrite the policy manual(s) to eliminate antiquated policies, update and publish the manual(s) regularly.

Policy manuals should be updated regularly and should include only accurate policies; historical policies should be removed once updated or changed.

Finding: DPS Operational Manuals are outdated, and responsibilities for updating the manual do not reside within the HR department.

The DPS Operations Manuals are intended to contain all up-to-date policies, procedures, and practices for DPS operations. These manuals are comprehensive but outdated; updates to the manual occur on an as-needed basis, and the outdated material rarely gets deleted. When new content is added to the manuals, it is often added in illogical locations, making it difficult to find needed information.

**International Association of Chiefs of Police (IACP)
Rules for Effective Manual Development and
Implementation**

Source: IACP's Best Practices Guide, "Developing a Police Department Policy-Procedure Manual"

When developing operational policy and procedures, several general principles should be remembered.

- ***The manual should be:***
 - ***Comprehensive, providing employees with direction and guidance for all aspects of the department's operations***
 - ***Clearly written and easy to use***
 - ***Consistent with and mirror the organizational philosophy, legal requirements and applicable standards***
 - ***Considered a living document. Routine inspections and reviews should be completed to ensure compliance with its directives so that the manual remains current***
- ***Employees should be involved in the development of the manual and kept informed of any changes.***
- ***Employees should receive adequate training and participate in open, frank discussions about the policy and the reasons for its requirements***